



PRELIMINARY REVIEW OF MARITIME SECURITY IN GEORGIA

MARCH 2011



GEORGIA MONITORING PROJECT



DRAFT **PRELIMINARY REVIEW OF MARITIME SECURITY IN GEORGIA**

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OFFICE OF THE COORDINATOR OF U.S. ASSISTANCE TO EUROPE AND EURASIA (EUR/ACE)
MONITORING USG ASSISTANCE PROGRAM RESULTS IN GEORGIA
(GEORGIA MONITORING PROJECT)

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ACRONYMS

AIS	Automatic Identification Systems
CCTV	Closed Circuit Television
DLI	Defense Language Institute
DOS	Department of State
EUR/ACE	Office of the Coordinator of U.S. Assistance to Europe and Eurasia
EXBS	Export Control and Related Border Security
FY	Fiscal Year
GBP	Georgian Border Police / Border Police of Georgia
GBSLE	Georgian Border Security and Law Enforcement
GCG	Georgian Coast Guard
GMP	Georgia Monitoring Project
GRIF	High speed patrol boat
GOG	Government of Georgia
IBTCI	International Business & Technical Consultants, Inc.
INL	Bureau for International Narcotics & Law Enforcement Affairs
JNA	Joint Needs Assessment
MIA	Ministry of Internal Affairs
MLE	Maritime Law Enforcement
MOD	Ministry of Defense
MOF	Ministry of Finance
MTT	Mobile Training Team
NBG	National Bank of Georgia
NGO	Non-government Organization
OJT	On-the-Job Training
P&S	Peace and Security
PO	Patrol Officer
SMS	Short Message Service
TDY	Temporary Duty
USACE	United States Army Corps of Engineers
USCG	United States Coast Guard
USD	United States Dollars
USG	United States Government
XO	Executive Officer

THE GEORGIA MONITORING PROJECT

The Georgia Monitoring Project (GMP) is a two-year project (June 2010 to May 2012) funded by the United States Department of State (DOS), implemented by the International Business & Technical Consultants, Inc. (IBTCI), and managed by the Office of the Coordinator of U.S. Assistance to Europe and Eurasia (EUR/ACE). The primary purpose of this project is to monitor the results of the U.S. Government (USG) foreign assistance provided to the Government of Georgia (GOG) from the \$1 billion Brussels pledge to ensure the funds are directed toward the foreign policy and foreign assistance objectives for which they were intended. EUR/ACE defines monitoring as the determination of the progress being made to meet defined objectives.

After the conflict in August 2008 between Georgia and Russia, the Brussels pledge was announced by the international community on October 9, 2008, at the donor-coordinated Joint Needs Assessment (JNA) in Brussels, jointly chaired by the European Commission and the World Bank, to assist Georgia's financing needs for post-conflict recovery and reconstruction. At the Brussels conference, donor pledges for the public sector totaled \$3.7 billion. An additional \$800 million was pledged to support the private sector. The largest bilateral pledge of \$1 billion was made by the government of the United States of America.

DISCLAIMER

The author's views expressed in this publication do not necessarily reflect the views of the United States Department of State or the United States Government.

EXECUTIVE SUMMARY

Background

In Georgia, the Peace and Security sector is not the largest, but it is one of the most critical and complex, keeping the people of Georgia safe, upholding the rule of law, and combating transnational crime. After the August 2008 conflict with Russia, the United States Government (USG) pledged \$1 billion at the donor Joint Needs Assessment (JNA) conference in Brussels in October to the Government of Georgia (GOG). USG's Peace and Security Sector¹ was allocated \$44.577 million; \$11.023 million to maritime security. Maritime security assistance was provided by two USG programs: Export Control and Related Border Security (EXBS) and Georgian Border Security and Law Enforcement (GBSLE). EXBS was allocated \$9.594 million for the implementation of 28 projects and GBSLE was allocated \$1.429 million for the implementation of five projects.² All projects benefited the Georgian Coast Guard Department of the Border Police (GCG).

Purpose of the Review

The purpose of this report is for the Georgia Monitoring Project (GMP) to present the findings of a review of USG maritime program objectives, activities, and results from the period August 2008 to December 2010. The review assessed the progress of the programs toward their objectives, their strengths, and their challenges. The approach included a desk review, interviews and meetings with key informants, and a site visit to the GCG bases in Batumi and Poti. The GMP reviewed projects within the Brussels pledge and those not in the Brussels pledge but connected to, or associated with, projects which received supplementary financing under the Brussels pledge. This enabled GMP to provide a broader and more comprehensive overview of program results.

Summary of Findings

As a result of the conflict, three Coast Guard vessels were sunk, and two of the five radar systems for coastal surveillance were looted by the Russian military. The GCG had no secondary communications and command center, resulting in a lack of emergency preparedness. Furthermore, the GCG fleet of vessels, for the most part, was out-dated or in poor operational condition. At the end of 2008 the Navy and Coast Guard merged and 600 Navy personnel of the total combined 760 personnel required specific coast guard skills, such as navigation, communications, law enforcement, engineering, maintenance, and leadership. USG maritime assistance aimed to enable the GCG to become an effective, self-sufficient law enforcement agency.

A. Maritime Advisor and Maritime Assistance Plan

The USG appointed the first full-time active duty in-country U.S. Coast Guard (USCG) Maritime Advisor, funded by EXBS, to work with the GCG from July 2009 to July 2011. The Advisor worked closely with the Georgian Coast Guard to develop a "Maritime Assistance Plan" which identified the following assistance objectives:

1 USG foreign assistance is categorized under 4 sectors: (1) Investing in People; (2) Peace and Security; (3) Economic Growth; and (4) Governing Justly and Democratically

2 USG has provided approximately \$200 million in foreign assistance funding in maritime and related border security activities to GOG over the past 12 years since 1998: \$166 million was provided to GBSLE and \$34 million to EXBS

1. Competency development
2. Capability building
3. Exit strategy for sustainability.

The Maritime Assistance Plan, in conjunction with Georgian Border Security and Law Enforcement (GBSLE), formed a consolidated, integrated network of support and provided the foundation for three phases of GCG improvement: (1) organizational planning; (2) infrastructure; and (3) personnel.

B. Refurbishment of the GCG Fleet

Two separate EXBS projects identified the need for vessel spare parts to maintain the GCG fleet. These were purchased and also salvaged from boats destroyed during the conflict. One patrol boat was in dry dock undergoing renovation and was on track for completion by early March 2011. With USG's continued support from August 2008, the GCG's fleet of vessels was able to continue patrol duties and thus increased the detection of violations in Georgia's maritime space (from 46 in 2006-2007 to 78 in 2008-2010) and the rescue of people from sinking vessels.

C. Training of Personnel

Due to the substantial number requiring training (600 personnel), an international standard Train the Trainer program was established to increase the GCG's capacity and reduce its dependency on training by U.S. Coast Guard instructors. Six GCG instructors completed maritime law enforcement training in Georgia under the Train the Trainer program and became certified instructors. As a result, training by USCG instructors was reduced from 69 percent in 2008 to 28 percent in 2010, indicating an increase in staff trained by Georgian instructors from 31 percent in 2008 to 72 percent in 2010. The GCG has now developed a training program in conjunction with the Ministry of Internal Affairs Training Academy and Batumi State Maritime Academy with advice from the USCG. By December 2010, 60 percent of the required 600 GCG had been trained. Based on this trend, skills development and training should be self-sustaining.

Port engineer positions with responsibility for identifying, scheduling, and managing vessel maintenance were identified and trained to make critical maintenance decisions and plan for long term sustainability of the GCG fleet and operations. Funds were available for five potential port engineers to undertake long-term training in engineering with USCG instructors and mentors. One officer completed training, which resulted in promotion to port engineer, in February 2011. As part of the Train the Trainer program, he will train the remaining officers, two of whom have recently been identified for training. By 2012 there will be three port engineers—two in Poti and one in Batumi—and one port engineer supervisor in Poti. The Train the Trainer program, the training of port engineers, and English language training formed an integrated, consolidated, and tapered approach to operational and technical skills training as part of the maritime program's exit strategy to ensure sustainability.

D. Other Achievements

Furthermore, the GCG Strategic Planning Division in the Policy Office identified 113 operational officers superfluous to the functions of the GCG who will be dismissed by mid-February 2011 on approval at ministerial level. The Operations Division now prepares quarterly operational plans and the Resources Division devises strategic maintenance planning. The upgrading and installation of five radar systems is in progress, which, when they are integrated in 2011, will significantly enhance coastal surveillance and enable secure and reliable communications systems to support GCG operations. In 2011 planned

projects are on track, which include the construction and equipping of a ship repair facility, continued vessel refurbishment, the installation of a closed circuit television security system along the existing perimeter fence of the Poti GCG base, and dredging the GCG portion of Poti harbor to deepen it for greater maneuverability of the fleet of vessels. A follow-up review is recommended after September 2011.

E. Conclusion

The maritime security programs are on track to achieving their assistance objectives, having achieved a fundamental shift by the GCG toward the development of strategic quarterly operational plans; preventative maintenance of vessels; long term maintenance planning; and capacity building in law enforcement, engineering, radar surveillance, communications, and leadership.

A. INTRODUCTION

USG foreign assistance to maritime security in Georgia is provided by two programs under the Peace and Security Sector: Export Control and Related Border Security (EXBS) and Georgian Border Security and Law Enforcement (GBSLE). Under the Brussels pledge, the total amount allocated for both programs from August 2008 was \$11.023 million: \$9.594 million for 28 EXBS projects³ and \$1.429 million for five GBSLE projects⁴ (Annex 1). The sole recipient was the Georgian Coast Guard Department of the Border Police.⁵ Furthermore, the USG was the sole international funding agency to the Georgian Coast Guard from August 2008 to December 2010.

GOAL OF THE USG ASSISTANCE TO THE GEORGIAN COAST GUARD FOR MARITIME SECURITY

The provision of maritime security in Georgia includes:⁶

- preventing, revealing and eliminating illegal acts such as human trafficking; terrorism; and smuggling of drugs, arms, explosives or weapons of mass effect;⁷
- preventing maritime accidents, responding to them, and providing maritime defense in times of conflict;
- securing the safety of navigation;
- protecting the environment and natural resources;
- conducting search and rescue operations; and
- protecting seaports and other strategic seaside facilities.

USG assistance in maritime and general border security aimed to strengthen the ability of Georgian Government agencies to control their borders by enhancing their law enforcement capabilities. Strengthening their capabilities will enable them to address any threats posed by terrorists and smugglers, deter the transit of materials for weapons of mass effect, and prevent the threat of dual use items (any products, software, or technology that can be used for both civil and military purposes).

WHY WAS FOREIGN ASSISTANCE TO THE GEORGIAN COAST GUARD NEEDED?

Funds under the Brussels pledge were provided as a direct consequence of the August 2008 conflict with Russia.

Weakened fleet of GCG vessels

Six Georgian maritime vessels were sunk in August 2008, three of them directly related to the Coast Guard—one was a high speed patrol boat called a GRIF. After August 2008, the Coast Guard comprised 12 patrol vessels, although not all were fully operational.⁸ Currently, at any moment there are at least six Coast Guard vessels ready for operation.

3 E-mails from EXBS dated December 23, 2010, and January 27, 2011

4 E-mail from GBSLE dated December 13, 2010

5 In Georgia, customs is part of the Revenue Service

6 Annual Publication; The Border Police of Georgia: Coast Guard (2009), p6

7 Weapons of mass effect is the current terminology for weapons of mass destruction

8 After August 2008, the Georgian Coast Guard fleet comprised 12 vessels and various miscellaneous smaller vessels and jet skis

Beginning in the late 1990s, half of the GCG fleet consisted of boats purchased or donated with U.S. funding. The remaining fleet consisted of second-hand German, Turkish, Greek, Bulgarian, and Ukrainian vessels, with the exception of two new fast boats purchased from Turkey in 2006 and 2009. Therefore, in 2008, the majority of the fleet was 30, 40, or even 50 years old. Not only were they outdated, but many had also deteriorated due to a general lack of preventative maintenance and were not fully operational for law enforcement activities. The GCG was not adept at prioritizing tasks, managing to a budget, locating spare parts, planning for maintenance, or managing organizational and personnel restructuring. The GCG also had major problems with its repair facility—the only shipyard in Georgia with basic repair facilities was closed because of financial problems and the alternative option in Ukraine was too expensive due to high transportation costs.

Organizational changes

Amendments to the Georgian “Defense of Georgia” law on December 19, 2008⁹ led to organizational changes, which greatly increased the need for training and technical assistance. The major change was the merger of the Navy of the Ministry of Defense (MOD) into the Coast Guard,¹⁰ a part of the Border Police located within the Ministry of Internal Affairs (MIA). The merger formed a united maritime force—the Coast Guard Department of the Border Police of Georgia, generally called the Georgian Coast Guard. Three offices were formed within the Coast Guard Main Office: (1) Policy; (2) Operations; and (3) Resources. These organizational changes were based on recommendations by U.S. Coast Guard (USCG) experts. Most GCG leadership positions were replaced with former Navy personnel. Six hundred (600) of the 760¹¹ combined personnel were Navy, thus requiring extensive training on specific skills related to Coast Guard duties and functions, specifically law enforcement operations.

Looting of GCG bases

Coastal surveillance systems in Georgia include five radar systems (Anaklia, Poti, Supsa, Chakvi and Gonio) built and equipped by GBSLE in previous years. The Anaklia and Poti radar systems were looted by the Russian military in August 2008. When the Russians occupied the Poti base, GCG had no alternate or secondary command center available to shift command, control, and communication responsibilities, resulting in a lack of emergency preparedness.

APPROACH AND METHODOLOGY

Purpose

The purpose of this report is to present the findings of a review of USG maritime security program objectives, activities, and results from August 2008 to December 2010. The review’s purpose was to determine whether the maritime security programs were on track toward meeting their objectives, and to identify their strengths and challenges.

9 MIA Border Police of Georgia, <http://gbg.gov.ge/?lang=eng&page=113>

10 The Georgian Coast Guard was formed in 1998, when the first naval division was established within the State Border Defense Department of Georgia. At the same time, the first and the second naval divisions were founded in Poti and Batumi. On July 16, 1998, GCG began patrolling the Georgian maritime border. In 2005 the State Border Defense Department of Georgia became a subordinate agency to the MIA with significant increase in status and coast guard functions (Source: The Border Police of Georgia: Coast Guard (2009), p4).

11 EXBS staff, meeting February 4, 2011

Scope

In many cases, funds allocated under the Brussels pledge were added to ongoing maritime projects. Therefore GMP included projects within the Brussels pledge and those not in the Brussels pledge but connected to, or associated with, projects that received supplementary financing under the pledge. This enabled GMP to provide a broader and more comprehensive overview of program results.

Data collection methods

The review was independent, taking into consideration the triangulation of information for validity, representation, and consistencies or divergences between project operational sites. Methods used to collect data included: a desk review conducted by GMP's Peace and Security Specialist and GMP Chief of Party; interviews with key EXBS, GBSLE, U.S. Embassy, and border police (Coast Guard) informants in Tbilisi, Batumi, and Poti during December 2010 and January 2011; and site visits/observations (Annex 2). All data collected were verified with EXBS and GBSLE staff.

The U.S. Embassy Deputy Assistance Coordinator, in cooperation with EXBS and GBSLE, prepared an itinerary and schedule for a site visit on January 31 and February 1, 2011, to the Georgian Coast Guard Department of Border Police bases in Batumi and Poti¹² (Annex 2). U.S. Embassy and EXBS staff assisted with logistics during the site visit. The GMP Peace and Security Specialist translated and interpreted, where necessary, for the GMP Chief of Party during the field visit.

B. FINDINGS

The goal of USG's maritime security assistance was to enable the GCG to become an effective, self-sufficient law enforcement agency not dependent, in the long term, upon foreign assistance. In order to facilitate the achievement of this overarching goal, the USG appointed the first full-time active duty in-country U.S. Coast Guard (USCG) Maritime Advisor, funded by EXBS, to work with the GCG from July 2009 to July 2011.

In cooperation and collaboration between EXBS and GBSLE, and with the leadership of the GCG, the Maritime Advisor devised the "Maritime Assistance Plan for the Georgian Coast Guard" in March 2010. As part of this plan, EXBS and GBSLE identified the following assistance objectives:

Competency development (leadership—including budgeting and planning; operational and technical skills—including law enforcement, navigation, engineering, and maintenance; and the streamlining of positions and their roles and responsibilities);

Capability building (improved infrastructure and assets, such as vessels; a vessel repair facility; a preventative maintenance system; and command, control and communications systems for coastal surveillance); and

Exit strategy for sustainability.

The importance of the Maritime Assistance Plan was threefold:

¹² Batumi and Poti are the only GCG bases in Georgia

- It worked in conjunction with GBSLE to form a consolidated, integrated network of support to capitalize and optimize USG funding;
- It provided a foundation for three phases of GCG improvement: (1) organizational planning; (2) infrastructure; and (3) personnel; and
- It provided a model for the leadership of the GCG.

STRENGTHENING THE GCG FLEET OF VESSELS

A reliable and sufficient fleet of vessels is essential for the effective functioning and sustainability of the Georgian Coast Guard. Prior to August 2008, GBSLE planned to renovate two Soviet-made GRIF¹³ boats. GBSLE completed the refurbishment of one of them, but during the August conflict the refurbished boat was sunk by Russian forces. The remaining out-dated, deteriorating fleet required costly repairs and the GCG did not have a maintenance plan, nor was it adept at preventative maintenance. The existing vessel repair facility is inadequate for maintenance demands because it has limited equipment, poorly functioning equipment, few spare parts, and an inadequate building. The EXBS program, together with GCG leadership during regular strategic meetings, identified shortcomings and allocated funding accordingly for fleet renovation activities, as well as preventative and long-term maintenance support capabilities.

Completed and ongoing projects

Two separate EXBS projects¹⁴ identified the need for vessel spare parts and provided them for the refurbishment of the fleet (\$43,000 for the GRIF boats and \$322,700 predominantly for critical spare parts for the rest of the fleet). Spare parts were also salvaged from boats destroyed during the conflict. These spare parts, combined with maintenance training, enabled the GCG to operate six functioning patrol boats at any given time.

EXBS planned to renovate two former U.S. Coast Guard Point Class Boats (initially donated by USG in 2000 and 2001) and allocated \$700,000 for refurbishing. During this evaluation, one boat was in dry dock in Batumi undergoing renovation with oversight from a USCG Subject Matter Expert (SME) on temporary duty (TDY), who also acted as a mentor to GCG engineers. Renovations were on track for completion by early March 2011.

With USG's continued support from August 2008, the GCG's fleet of vessels has been able to continue patrol duties, including the detection of violations in Georgia's maritime space (Annex 3). The number of violations detected has been maintained despite a reduction in 2008 due to the conflict¹⁵ (Table 1).

Examples of the GCG's recent search and rescue capabilities, as a result of keeping the fleet operational include the rescue on February 5, 2011, of all 11 people from a sinking vessel near Poti during a storm and the rescue of all five people onboard a sinking fishing vessel on January 23. On both occasions, the GCG responded using a USG-donated patrol craft.¹⁶

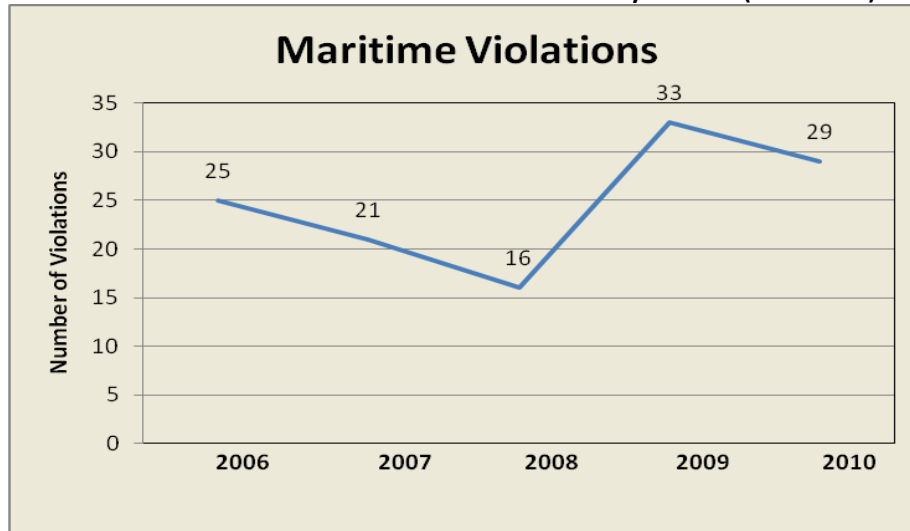
13 High speed patrol boats

14 "GRIF Spare Parts & Materials" and "Spare Vessel Parts for the Georgian Coast Guard" (Master Spreadsheet of USG projects, July 2010, provided by the U.S. Embassy) and information provided by EXBS

15 The 2010 figures are to December 1, 2010

16 Rustavi-2, Georgian television, February 5, 2011; <http://wn.com>

TABLE 1: Number of Maritime Violations Detected by the CGC (2006-2010)



Source: Data provided by GCG¹⁷

The renovation and/or refurbishment of GCG's primary patrol vessels will extend their service life, reduce operational costs (fuel and oil), and increase the effectiveness of their activities by increasing their reliability.

Future projects

In 2010 due to the planned close-out of GBSLE,¹⁸ \$985,000 was transferred to EXBS for the allocated repair and modernization of the second GRIF boat. EXBS added \$315,000 to total \$1,300,000 for the refurbishment in 2011.

In order to significantly increase capabilities and to make the GCG self-sustainable, EXBS plans to build a new Ship Repair Facility¹⁹ in 2011 and purchase appropriate equipment totaling \$4 million directly from the Brussels pledge. It will enable GCG to complete both routine and comprehensive maintenance on their vessel fleet. The U.S. Army Corps of Engineers (USACE), who have been assisting the GCG since 1998, will oversee the project from start to completion, based on the experience and advice of USCG SMEs and GCG personnel. The facility will enable the GCG to be self-sustaining.

In 2011, the USACE will also oversee two projects: "Dredging of Poti Harbor" (\$900,000) and "Poti Base Perimeter Security System" (\$75,000). In the last quarter of 2010 an NGO (Norwegian Peoples Aid) swept Poti Coast Guard base harbor for unexploded ordnances, such as bombs, shells, grenades, and naval mines. This activity was funded by the USG. The water depth at the pier in Poti is currently too shallow. Dredging will deepen the harbor water to a consistent depth of six meters to enable greater maneuverability of the GCG's fleet of vessels and reduce the number of mechanical failures due to

¹⁷ E-mail from GCG dated December 12, 2010

¹⁸ In 2011 the GBSLE program will be closed and its activities will be taken over by EXBS

¹⁹ The Ship Repair Facility is also called the Vessel Repair Facility or the Maintenance & Repair Facility

excessive ingestion of bottom silt.²⁰ Currently, a personnel-intensive foot patrol monitors the perimeter of the Poti base. A closed circuit television (CCTV) system will be installed on the existing fence to provide centrally monitored surveillance of the base perimeter. This system will enable the GCG to significantly reduce personnel and associated costs required to maintain security.

TRAINING OF OPERATIONAL AND TECHNICAL SKILLS FOR THE GEORGIAN COAST GUARD

The major challenge when the Navy and Coast Guard merged was that more than 600 persons from the Navy had no experience in law enforcement. This was in addition to the general lack of technical skills within both organizations: the Navy and the Coast Guard. The USG assistance, in collaboration with the GCG, identified training needs in law enforcement, port engineer skills development, electronics maintenance, engine maintenance, hull repair, officer development, technical apprenticeships, resident in-country training, international (U.S.) professional exchanges, and English language training.

Completed and ongoing projects

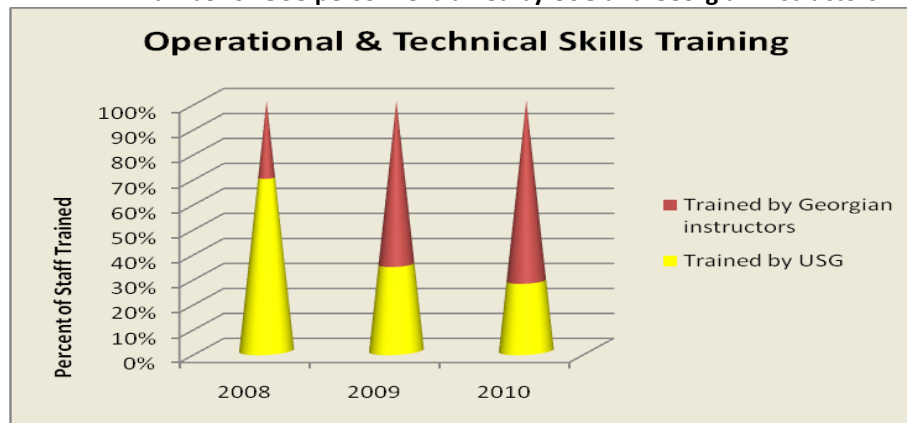
All training programs have been completed or are ongoing. Due to the substantial number requiring training (600 personnel), a joint decision by EXBS and GCG determined that it was more effective to offer a Train the Trainer program. Subsequently, the USCG and GCG personnel worked together to develop a training and qualification system in Georgia, concentrating on law enforcement that met international standards.

Six GCG instructors completed maritime law enforcement training in Georgia under the Train the Trainer program and became certified instructors. In 2008, 18 GCG personnel received training through the assistance of USCG programs and 8 GCG were trained by Georgian instructors from the Coast Guard and Police Academy. In 2009, 45 GCG received training by USCG and 85 GCG were training by Georgian instructors. In 2010, 58 GCG were trained by non-Georgian instructors and 149 were trained by Georgian instructors. Therefore training by USCG instructors was reduced from 69 percent in 2008 to 28 percent in 2010, indicating an increase in staff trained by Georgian instructors from 31 percent in 2008 to 72 percent in 2010. The GCG have now developed a special training program in cooperation with the MIA Training Academy and Batumi State Maritime Academy with advice from the USCG. By December 2010, 60 percent of the required 600 GCG had been trained (Table 2).²¹ Based on this trend, skills development and training should be self-sustaining.

²⁰ Silt in the engines of vessels requires more maintenance, therefore removing the silt will mitigate wear on vessel parts

²¹ The 2010 figures are to December 1, 2010

TABLE 2: Number of GCG personnel trained by USG and Georgian Instructors



Source: Data provided by GCG²² and EXBS²³

With Brussels pledge funding assistance, EXBS assisted the GCG to revise its organizational structure and prepare a maintenance plan (including budget and procurement planning). The result was the introduction of port engineer positions with responsibility for identifying, scheduling, and managing vessel maintenance, as well as planning for major repairs in advance. The importance of this assistance contributed to empowering GCG leaders to make critical decisions and plan for long term sustainability of its fleet and operations.

Funds were available for five potential port engineers to undertake long term training in engineering with USCG instructors and mentors. One officer completed training, which resulted in promotion to port engineer in February 2011. As part of the Train the Trainer program, he will train the remaining officers, two of whom have recently been identified for training. By 2012 there will be three port engineers—two in Poti and one in Batumi—and one port engineer supervisor in Poti.

EXBS's "USCG Port Engineer SME TDY Support" project enabled a USCG Expert to mentor and provide practical on-the-job engine and electrical repair skills to port engineers. This iterative training, seven days a week for a short intensive period, was designed to ensure preventative maintenance and the early identification of major problems to mitigate major future repair costs or complete breakdowns of vessels and equipment.

An important direction for the enhancement of the competence of Coast Guard personnel was English language training. Because the international maritime language is English, it is required for communicating with foreign vessels, and it leads to further training options (particularly overseas). EXBS English language training was undertaken in language laboratories in Batumi and Poti by a U.S. Defense Language Institute (DLI) certified trainer using DLI textbooks. Language training included a one-year program (five days a week; six hours per day) or four short term programs (two days a week; six hours per week). Eight customs personnel graduated in 2010 from the one-year program and 43 warrant officers/high level officers undertook short programs. This is a continuing program in 2011.

²² E-mail from GCG dated by December 13, 2010, and December 14, 2010

²³ E-mail from EXBS dated by January 23, 2011

In collaboration with EXBS, GBSLE/USACE has almost completed renovation of the administrative building in Batumi in which a room is designated as the language laboratory. EXBS is currently supplying equipment and materials (\$177,000 for equipment for both labs and \$70,000 for materials) and a certified instructor (\$20,000) on a year-to-year basis who manages language training in both port cities. The laboratories are functioning but require additional equipment. From 2011 both laboratories will be fully functional to accommodate 10 student positions in each laboratory.

Officers who achieve 80 points or above on the English Comprehension Level (ECL) test in the English language courses are eligible to be placed for consideration on a waiting list for limited placement in resident courses in the United States. These include USCG officer leadership and management courses, and international maritime officers' courses. To date, one port engineer has undertaken training in the United States. Additional port engineer training is planned in-country in 2011 through the use of TDY USCG port engineers.

The Train the Trainer program, the training of port engineers, and English language training, form an integrated, consolidated, and tapered approach to operational and technical skills training as part of the maritime program's exit strategy to ensure sustainability.

UPGRADING, INSTALLING AND INTEGRATING SURVEILLANCE AND COMMUNICATION SYSTEMS

Completed and ongoing projects

GBSLE and EXBS, in cooperation, will enhance coastal surveillance and provide secure and reliable communications systems to assist maritime security and improve violations detections. GBSLE'S "Upgrade of 5 Radar Systems" (\$850,000) and "Installation of 5 Radar Systems" (\$22,000) were underway during this evaluation. GBSLE has purchased five new radars. One has already been installed.

Future projects

Once the five radar systems are installed by GBSLE, they will need to be integrated so that they can communicate with each other. EXBS will integrate the five radar systems and the command center to enable a robust, consolidated, and linked network that can send and share encrypted, secure data, such as video, SMS,²⁴ and voice communications.

The integration of command, control, and communications (C3) will enable GCG to identify vessels, track them, and communicate with all law enforcement agencies. This includes: (1) encryption capable radios; (2) Automatic Identification Systems (AIS) to ensure blue force²⁵ tracking and intercept capabilities at every radar station and on all primary patrol vessels; and (3) a radar station network system to enable each radar station to view combined radar and AIS data from all stations without reliance on satellite signals, landlines or fiber cable lines. EXBS plans to use \$1.7 million designated for Border Police Communications to fund these activities under the "Radar Integration and Communications Upgrades" project. The GCG is expected to achieve sustainability in surveillance and communications by the end of 2012.

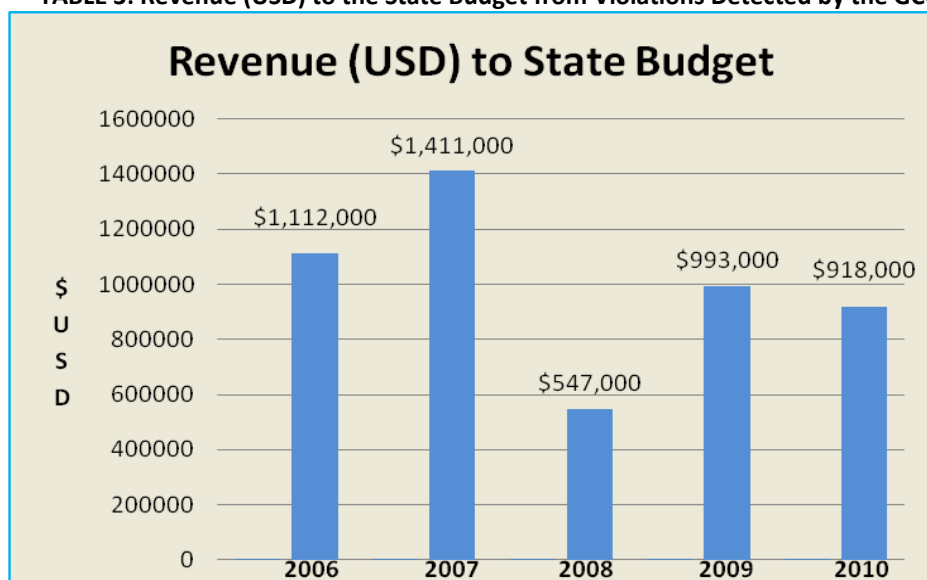
24 Short Message Service (SMS) is the text communication service component of phone, web or mobile communication systems, using standardized communications protocols that allow the exchange of short text messages between fixed line or mobile phone devices

25 Blue force assets are law enforcement agencies

SECONDARY BENEFITS FOR THE GOVERNMENT OF GEORGIA

Greater capacity of the GCG to enforce maritime law and regulations resulted in government revenue generation. In total, there were 46 maritime violations detected from 2006-2007 and 78 violations detected from January 2008 to December 1, 2010. Due to the violations detected by the GCG, revenue of approximately a million dollars each year from 2006 to 2010 contributed to the Georgian State Budget, with the exception of 2008 due to the August conflict (Table 3).²⁶ The total revenue in 2006-2007 was \$2,523,000. This was maintained at a total of \$2,458,000 from January 2008 to December 1, 2010.

TABLE 3: Revenue (USD) to the State Budget from Violations Detected by the GCG



Source: Data provided by GCG²⁷

C. CONCLUSIONS

EXBS and GBSLE earmarked funds to enable the GCG to overcome shortcomings in maritime security identified by the two programs. EXBS has expended 10-15 percent of its allocated budget. Two projects, the construction of the maintenance facility and the integration of the five radar systems, received the majority of funding; these projects will be implemented in 2011 and therefore the remaining funds will be expended. GBSLE has expended 41 percent of its allocated funding. The remaining \$850,000 for the upgrade and installation of five radar systems will be completed in early 2011. A follow-up review of the EXBS and GBSLE programs is therefore recommended after September 2011.

With the merger of the Navy and the GCG, three offices were formed within the Coast Guard Main Office: (1) Policy; (2) Operations; and (3) Resources. As a result of organizational restructuring initiated by USG, a Strategic Planning Division was established in each Main Office: one for overall organizational

²⁶ The 2010 figures are to December 1, 2010

²⁷ Mail from GCG dated December 13, 2010 and December 14, 2010

planning (including training); one for planning operations; and one for planning maintenance. During this evaluation, the Strategic Planning Division of the Policy Office identified 113 operational personnel superfluous to the functions of the GCG who will be dismissed by mid-February on approval at ministerial level. This is a direct result of USG's advice to the GCG to streamline personnel by eliminating non-essential positions. Operational and technical skills training, in Georgia and in the United States, have facilitated the promotion of officers to positions of port engineers and port engineer supervisor. A female officer, interviewed by GMP reviewers, was promoted to Deputy Commander of the Operation Command Center due to the training she received. To complement her technical skills, she confirmed that she has gained considerable leadership skills, particularly confidence in decision making.

The GCG Head of Operations Main Division confirmed that in 2009 the division had no operation plan. In 2010, with assistance from EXBS, the division started preparing quarterly operational plans. These plans are submitted to the GCG Head of Resources Main Division for the divisions maintenance planning. This is indicative of the close working relationship, planning, and implementation of strategic activities to enhance the maintenance and repair of the GCG's fleet of vessels. As the Head of Operations said, "Before we were reactionary, but now we are pro-active." He also believes that they are at the pre-conflict (August 2008) level of fleet capacity and are constantly improving and upgrading their vessels. In addition, currently maintenance personnel have only an "idea" of repair costs, but over time they will be able to determine average costs more accurately, budget accordingly, and make more strategic projections for budget planning. This skills development is directly attributable to the efforts of the EXBS training and mentoring.

All USG activities in the maritime security sphere aimed to develop the capability for the GCG to effectively run its organization and sustain its fleet, resources, and facilities without dependence on foreign assistance. To date, the Maritime Assistance Plan is well underway; the GCG's operations have been restructured to streamline personnel and their roles and responsibilities; training of personnel is in progress; personnel have been promoted to essential positions; maintenance plans are in place, and shortcomings are being addressed in upcoming activities. With USG assistance GCG has maintained its operational capability of vessels and continue to undertake rescues of vessels and detect maritime violations.

Major challenges to the continued successful implementation and effectiveness of USG's assistance to maritime security will be the Georgian Coast Guard's ability to retain its trained personnel and transfer skills and knowledge in leadership, decision-making, planning, maintenance, engineering, surveillance and communications, and law enforcement beyond the life of the EXBS and GBSLE programs. Identification of training candidates, preparation of candidates for training, the establishment of position descriptions, and advancement incentives for demonstrated proficiency in technical skills may be required to enhance the retention of trained personnel. In addition, an option to address this concern is to place conditions on training support, such as a written agreement signed by trainees to remain in a related position for a specified period after the training—for both staff and management. However, the Head of Border Police (land and coastal police)²⁸ said, "For the first time, the selection of people is based upon performance and qualifications and not on their connections."

²⁸ The Head of Border Police is also the Deputy Minister of Internal Affairs

The maritime programs are on track to achieving their assistance objectives, and their overarching goal to ensure that the Georgian Coast Guard has competent staff proficient in law enforcement, radar surveillance, communications, engineering and maintenance, and organizational leadership. The most significant and important changes over the two years, from August 2008 to December 2010, have been:

- the development of strategic quarterly operational plans;
- preventative maintenance of Georgia's fleet of vessels;
- long term maintenance planning;
- capacity building for identified positions;
- retention of personnel through training and promotion;
- increased detection of violations and continued search and rescue activities; and
- the identification of shortcomings to be addressed in 2011.

ANNEX 1: LIST OF EXBS AND GBSLE MARITIME SECURITY PROJECTS (POST AUGUST 2008)

Projects by GBSLE

	PROJECT TITLE	FUNDING	DURATION
1	Refurbishment of Poti Coast Guard Base	\$242,000	March - June 2009
2	Upgrade of Five (5) Radar Systems	\$850,000	March 2009 - will be completed February 2011
3	Installation of Five (5) Radar Systems	\$22,000	March 2010 - will be completed February 2011
4	Orbi 2	Transferred \$950,000 to EXBS program for GCG	June 2004 - September 2010
5	Rebuild the GCG Administration Building in Batumi	\$315,000	March 2010 - December 22, 2010
		\$1,429,000 (exc. transfer) \$2,379,000 (inc. transfer)	

Projects by EXBS

	PROJECT TITLE	FUNDING	DURATION
1	Boarding Officer/PO/XO (2 Officers -US)	\$23,000	June - July 2009
2	Port State Control (MTT)	\$40,000	May 2009
3	Incident Command System 100-200 (MTT)	\$40,000	March 2009
4	Advanced Boarding Officer Course (MTT)	\$45,000	April - May 2009
5	Language Equipment Purchase	\$117,560	October 2010
6	English Language Lab Teacher	\$21,000	January 2009
7	GCG Short Term TDY Support	\$22,686	November 2009
8	Incident Command System 300 (MTT)	\$40,000	Oct 2009 - Oct 2010
9	Detection and inspection equipment (24 pagers, two CT30 kits)	\$103,600	Oct 2008 - May 2009
10	Boarding Officer/PO/XO/OJT (1 Officer - US)	\$12,000	March - June 2010
11	Machinery Tech/OJT (1 Officer - US)	\$12,000	May - August 2010
12	CAT Diesel Engine Maintenance/Port Engineer OJT (1 Officer - US)	\$12,000 pending	April 2011
13	MLE Instructor Course (MTT)	\$30,000	April 2010
14	Joint Boarding Officer (MTT)	\$30,000	April - May 2010
15	MLE Curriculum Infusion	\$45,000	September 2010
16	Hull Maintenance & Repair (MTT)	\$30,000 pending	January 2011
17	Refurbishment of P-101 & 102	\$700,000	January 2010 - ongoing
18	GRIF Boat Modernization	\$1,300,000	January 2010 - ongoing
19	USCG Port Engineer SME TDY Support	\$150,000	January 2011 - ongoing
20	GRIF Spare Parts & Materials	\$43,000	April – September 2010
21	Law Enforcement Boarding Team Duty Belts	\$1,470	Completed
22	Radar Integration and Communications Upgrades	\$1,700,000	March 2010
23	English Language Lab Teacher	\$21,000	January 2010 - ongoing
24	Language Material Purchase	\$80,000	March 2010
25	Dredging of Poti Harbor - GCG Base	\$900,000	Ongoing
26	New Vessel Repair Facility - GCG Base Poti	\$1,000,000	Ongoing
27	Machinery, Tools and Equipment for New Repair Facility	\$3,000,000	Ongoing
28	GCG Poti Base Perimeter Security System	\$75,000	Ongoing
		\$9,594,316	

ANNEX 2: KEY INFORMANT INTERVIEWEES AND SITE VISIT SCHEDULE

Key Informant Interviews

	TITLE	PROGRAM/ORGANIZATION	LOCATION
1	USG Maritime Adviser	EXBS	U.S. Embassy, Tbilisi; GCG Batumi and Poti Bases
2	Export Control and Related Border Security Advisor	EXBS	U.S. Embassy, Tbilisi
3	Georgian Border Security and Law Enforcement Advisor	GBSLE	U.S. Embassy, Tbilisi
4	Subject Matter Expert (TDY, Short Term Technical Assistance)	United States Coast Guard	GCG Batumi and Poti Bases
5	GCG Batumi Regional Commander	Georgia Coast Guard	GCG Batumi Base
6	Deputy Regional Commander	Georgia Coast Guard	GCG Batumi Base
7	Captain P-101 (First Rank)	Georgia Coast Guard	GCG Batumi Base
8	GCG Head of Resources Main Division	Georgia Coast Guard	GCG Poti Base
9	GCG Chief of Operations Main Division	Georgia Coast Guard	GCG Poti Base
10	Port Engineer	Georgia Coast Guard	GCG Poti Base
11	Commander of the Operation Command Center	Georgia Coast Guard	GCG Poti Base
11	Deputy Commander of the Operation Command Center (female)	Georgia Coast Guard	GCG Poti Base

Site Visit (Batumi and Poti)

	PROJECTS/ACTIVITIES	SITE	DATE
1	Refurbishment of P-101 Patrol Boat	GCG Base in Batumi	January 31, 2011
2	Maintenance & Repair Facility	GCG Base in Poti	February 1, 2011
3	Perimeter Security Project	GCG Base in Poti	February 1, 2011
4	Vessel Modernization	GCG Base in Poti	February 1, 2011
5	Poti Harbor Dredging	GCG Base in Poti	February 1, 2011

ANNEX 3: GENERAL INFORMATION ON THE MARITIME SPACE OF GEORGIA

The Georgian Coast Guards protect 193 miles (309 kilometers) of coast line; 12 nautical miles of territorial waters; a 12 nautical mile contiguous zone; and a 60 nautical mile exclusive economic zone (Figure 1).

Territorial Waters

According to the United Nations Convention on the Law of the Sea (UNCLS), Part II, Article 3, every state has the right to establish the breadth of its territorial sea up to a limit not exceeding 12 nautical miles (14 miles; 22 kilometers).

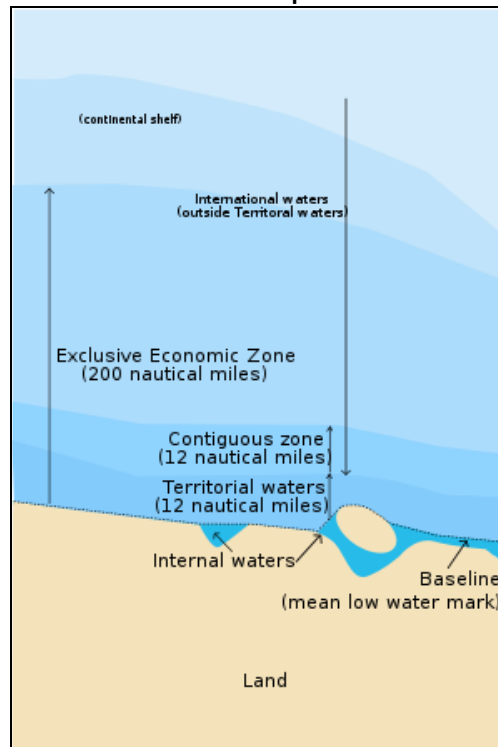
Contiguous Zone

According to the UNCLS, Part 11, Section 4, Article 33, the contiguous zone is a band of water extending from the outer edge of the territorial sea up to 24 nautical miles (28 miles; 44 kilometers) within which a state can exert limited control to prevent or punish infringements of its customs, fiscal, immigration, or sanitary laws.

Exclusive Economic Zone

According to the UNCLS, Part V, Articles 55 and 57, the exclusive economic zone is an area beyond and adjacent to the territorial sea, subject to the specific legal regulations, rights and jurisdiction of the coastal State; it shall not extend beyond 200 nautical miles (230 miles; 370 kilometers) from the baselines from which the breadth of the territorial sea is measured. Georgia has established an EEC of 60 nautical miles (70 miles; 110 kilometers).

FIGURE 1: Schematic Map of Maritime Zones



Source: Zonmar-en.org; Wikipedia: Territorial Waters

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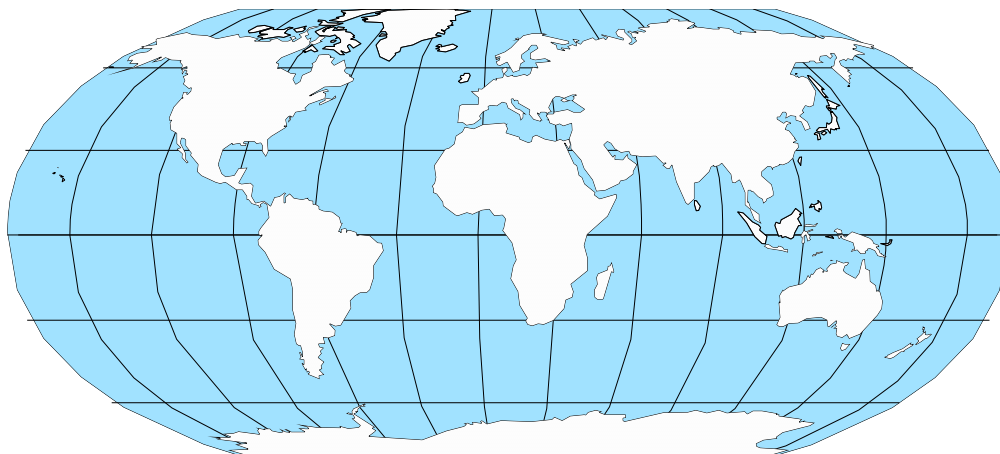
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